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ABSTRACT

Designed to assist state and district policymakers in developing a policy framework to encourage educational restructuring at all levels, this document begins by describing the need for restructuring and by discussing elements of the policymaker's role such as establishing a vision, reviewing existing policies, debating options, making policy adjustments, and monitoring and evaluating policy adjustments. Next, six broad categories of policy are explored: (1) leadership; (2) learning; (3) inclusion of community members and organizations; (4) organization; (5) finance; and (6) renewal. Specific topics discussed include following a shared vision, strategic planning, changed leadership roles and responsibilities, exemplary leadership practice, barriers to improved leadership, the preparation of all students, high expectations and performance outcomes, instructional approaches, parent and community involvement, interagency cooperation, business cooperation, shared decision making, accountability, financing restructuring, funding and results, federal involvement, growth and renewal for individuals and groups, the development of future educators, and the evaluation of progress toward a shared vision. Policy changes needed in each area are summarized. Appended are examples of current restructuring approaches and philosophies; examples of district and state policy and administrative action to support restructuring; and information on financing restructuring, labor relations, and student assessment. (55 references) (CLA)

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EXPLORING POLICY OPTIONS *to* RESTRUCTURE EDUCATION

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Education Commission of the States
707 17th Street, Suite 2700
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March 1991

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Executive Summary

A well-educated citizenry is vital for a healthy nation in a changing world. Recognizing this fact, people throughout the country are actively redesigning the education system to meet the needs of **all** students and their communities.

Policy makers at all levels — federal, state and local — have the unique and essential role of creating an environment that enables educators and citizens to make the changes that will result in an education system that provides a high quality education for **all** students. This handbook is designed to assist policy makers in this role.

This document — created by a panel of local school board members and state legislators who are themselves engaged in this difficult task — is intended to frame discussions and stimulate policy initiatives resulting from interaction among those actively engaged in restructuring education.

For specific ideas on how to use this document, involve panelists who developed it and obtain supplementary materials, contact: Policy Options Project Coordinator, Education Commission of the States, 707 17th Street, Suite 2700, Denver, CO 80202-3427; 303-299-3600.

Why Restructure?

Today's children enter school with diverse and complicated needs — needs that often are not met by today's education system.

At all levels of education, policy makers struggle with complex realities: changing demographics; children who enter school physically, emotionally and intellectually malnourished; discouraging comparisons of American students' achievement against that of their international peers; drugs and violence in schools and on college campuses; high dropout rates; and persistent gaps in achievement between minority and majority students.

These conditions require totally rethinking the very structure of the education system, a system basically designed more than 100 years ago for a vastly different society.

As people throughout the country rethink that structure, three features are critical. The nation needs an education system that (1) focuses on the individual education needs of **all** children and the communities in which they live, (2) helps students apply what they learn in the course of their education and life, and (3) emphasizes the need for measurable improvement in student achievement in each school and district, not just time spent in class.

It is toward these ends that the policy ideas in this handbook are directed.

The Policy-Maker's Role

The primary responsibility of the policy maker to advance restructuring efforts is to create a policy environment that supports people who want to redesign schools to ensure higher learning for all students.

The focus must be shifted to student learning outcomes instead of predominantly on the process of schooling. The primary roles of policy makers in these efforts are:

1. **Establish a vision** of what students should know and be able to do, and how the education system should work.

2. **Review existing policies** to determine if they hinder or promote restructuring the education system for higher learning for all students.

3. **Debate options** for policy change to support the vision.

4. **Make policy adjustments** that stimulate desired change, deeper understandings and sharing of insight.

5. **Monitor and evaluate the impact of policy adjustments** on student learning, guarding against undesired consequences.

This document provides suggestions on how to fulfill these objectives. The suggestions emphasize that collaboration with others is essential. Without collaboration, the policy can be diluted or ignored and difficult to evaluate.

Emerging Policy Options

One may argue that needed changes can be made in the schools without actually changing existing policy. This is likely to be true for some creative risk takers. However, traditions and norms around current practice and roles and responsibilities are so ingrained that new policies are needed in many situations to allow for and stimulate the amount of change necessary to make a difference for all students.

With new outcomes at the school as the focus, policy direction must change at district and state levels to support and encourage improved student learning.

Six categories of policy needing attention by policy makers are presented in this handbook — **leadership**, **learning**, **inclusion**, **organizational**, **finance** and **renewal**. Policy options and examples are presented within each category for district and state policy makers. These policies are guided by how the policy might be used at the school level. Because the restructuring movement is still in its infancy, definitive policies have not yet emerged in many areas. The policy options presented here often signal a direction rather than being specific and, for this same reason, some border on administrative action.

I. Leadership Policies

Restructuring education requires high quality leadership by people throughout the education system and in the broader community, not just those in administrative and policy roles.

Policies that support and encourage broad-based leadership are needed. Four particular types of policies needed are those that encourage the development of (a) a **shared vision and comprehensive strategic plan**, (b) **expectations that roles and responsibilities need to be open to change**, (c) **exemplary practices from which others can**

learn and (d) **waivers to remove barriers**.

II. Learning Policies

Current learning policies — those related to curriculum, instruction, assessment and student learning goals — frequently focus on number of hours spent on a subject, amount or type of material to cover in a course, use of specific textbooks, credits earned and attainment of minimum skills and knowledge.

Learning policies need to shift from these focal points to a commitment to: (a) **prepare all students**, (b) **set high expectations measured by performance of desired outcomes** and (c) **establish instructional approaches that best teach essential skills.**

III. Inclusion Policies

Policies are needed to prevent certain groups from being underserved and to involve people traditionally excluded from significant roles in the education system.

The policy options presented address the need for (a) **parental and community involvement**, (b) **interagency cooperation** and (c) **business partnerships.**

IV. Organizational Policies

Organizational policies must support greater responsibility and accountability by people at all levels in the system. In particular, more accountability and responsibility for learning by those closest to the students are needed to handle the diversity and complexity of student learning. Shared decision making among representatives of all groups in the school community is important if schools are to reach and implement the best decisions to improve student learning. Accountability processes must be in place to monitor the results of improved teaching and learning practices.

Thus, policies that redefine (a) **decision-making roles** and (b) **accountability** are needed.

V. Finance Policies

In the past, regulations and mandates tied to education processes have dominated finance policy. Attention now is being given to transforming finance policy to focus on outcomes and cause change.

Finance policies need to recognize that restructuring involves up-front costs as well as reallocation of resources based first and foremost on higher student outcomes while maintaining equity. Finance policies need to (a) **provide funding for restructuring**, (b) **encourage innovation**, (c) **promote a focus on learning outcomes**, and (d) **address federal involvement**.

VI. Renewal Policies

Given the increasingly rapid rate of change, states and districts need policies specifically designed to encourage renewal. Such policies need to support the continual growth and development of individuals and the system itself by effectively bringing the best knowledge, technology and ideas into the system. Barriers to renewal, such as contractual language, must be changed to promote focusing on student achievement. New ways to promote professional growth and recruitment of high-quality teachers

and administrators must be identified. There must be an ample number of competent, culturally diverse teachers and administrators.

Renewal policies (a) **promote growth, development and renewal of individuals and groups,** (b) **ensure availability of quality future educators**, and (c) **encourage ongoing evaluation of progress toward the shared vision.**

This handbook contains several appendices that elaborate on major areas.

ECS and NSBA plan to refine policy options in this document based on comments and experiences of those who use it as a source. Please contact the Policy Options Project Coordinator at ECS with ideas and suggestions.

NOTES:

This handbook is dedicated to:

all students,
and the many educators and policy makers who are rethinking and remaking the country's education objectives and programs.

We trust this handbook contributes to your goals.

Policy Options Panel

The Panel on Policy Options to Restructure Education was established by the Education Commission of the States and the National School Boards Association to develop a document on policy options and assist other policy makers who want to restructure their education system. The panel is comprised of state legislators and local school members. ECS and NSBA solicited nominations from ECS commissioners, the National Conference of State Legislatures and state school board associations. A committee of representatives from ECS and NSBA selected panelists from these many experienced leaders in education issues. The Danforth Foundation provided funding for the project.

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Introduction

Essential to the future of our democracy is a well-educated citizenry. People throughout the country are rethinking the education system because, although effective in the past, it is no longer able to meet the diverse needs of present students or to prepare all of them to be contributing members in this new entity. The system must be restructured to ensure higher learning for **all** students to meet the needs of their communities.

Policy makers at all levels — federal, state and local — have the unique and essential role of creating an environment which enables educators and citizens to make the changes that will result in an education system that provides a high quality education for **all** students. This handbook is designed to assist policy makers in this role. The policy-maker's work is just beginning, but the goal is clear and compelling — the education system must provide a high-quality education for **all** students.

The policy options presented in this handbook are meant to be used as a guide for state and district policy makers to develop a policy framework to encourage the restructuring of the education system at all levels. By framing the issues that directly affect restructuring, policy makers can lead efforts through policy to improve education and foster collaboration among interested groups.

This document provides a brief perspective on the need to restructure education, actions for policy makers and an overview of restructuring through six broad categories of policy: **leadership, learning, inclusion, organization, finance and renewal**.

This handbook is not meant to prescribe solutions or endorse any specific restructuring efforts but rather to support all efforts that seek improved achievement for every student.

The options and examples presented represent a compilation of current thinking, not thoroughly tested alternatives. Policy makers are encouraged to view these options first and foremost as a set of ideas to debate and discuss with those who would be affected by them. Together, policy makers and implementers can craft policies that take into account their particular situations, including goals for restructuring, current trends and projections of what would happen with or without policy action.

The appendices contain further examples and information for policy makers to use in considering and developing policies.

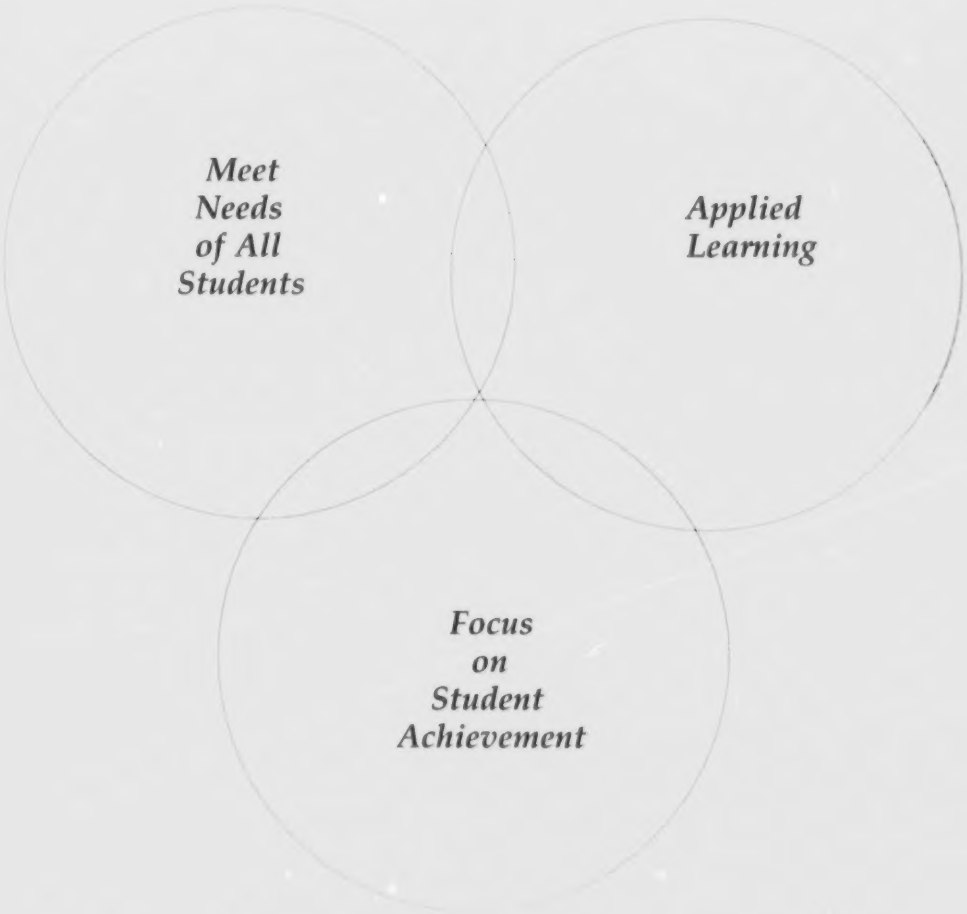
It is encouraging to see the level of awareness and activity that already exists to rethink and recommit to new, more effective educational objectives and programs. Legislatures, school boards and many state boards, administrators and community members working with peers and, within the broader community, are actively engaged in discussion, debate and planning. Where appropriate, they are involved in the implementation of significant change in their educational system to better serve **all** children within it.

Appendix A cites examples and provides references to school-level approaches. Appendix B offers examples of district and state policy and administrative action to support restructuring. Because finance, labor relations and student assessment are particularly significant issues, they are addressed in Appendices C, D and E, respectively.

Many related issues surround the policy options outlined and discussed in this document, e.g., the nature of change, nonpolicy elements of restructuring, the history and current status of education reform and connections with higher education. Policy makers are encouraged to pursue information independently on such related areas. The bibliography lists resources used in producing this document as well as sources for additional information.

NOTES:

WHY RESTRUCTURE?



Why Restructure?

Today's world requires citizens who are adequately prepared and able to contribute in a more technological, changing, global society. We need an education system where all students not only learn important skills and information, but also how to use those skills and information — a system that develops their ability to think and achieve to a higher level than the current system allows.

Achieving that goal has become more difficult because society is experiencing profound changes. The demographic make-up of families, cities and the nation has produced a more diverse society. The population is aging. There are more single parents. More children come from families whose income is below the poverty line. Minorities are becoming majorities in many states but still remain proportionately undereducated.

There is evidence that more children are entering school physically, emotionally and intellectually malnourished. There are other problems as well. Comparisons of American students' achievement against that of their international peers is discouraging. Drugs and violence endanger students in schools and on college campuses; dropout rates are high, and disparities continue in per-pupil spending. Costs for college students and escalating loan burdens increasing for those who can least afford them. Parents, politicians and business leaders express impatience and even cynicism about the ability of schools to educate. And every year, demands on state and local resources increase.

Application of Learning

The current education system was designed in a way that has generally left it to students to determine how to apply what they have learned in the course of their education and life. (See Table I for a comparison of the traditional school structure and emerging trends.)

Communicating complex ideas and practices, solving problems, working cooperatively and generating ideas are examples of skills that most students are not adequately achieving, in large part because of the way schools are designed. Schools often are run like assembly lines, breaking the process of learning into unrelated fragments delivered in 50-minute periods.

Student Achievement Emphasized and Measured

Like most systems in society, the education system has been built, and operates in part, on the assumption that uniform procedures are the most important element in an effective system and/or business. There is, however, growing awareness and mounting evidence that the focus and attention must make a dramatic shift to high expectations and concrete results for students.

To assist educators in the schools, policy makers need to shift the focus of policy from regulation and mandates around *how* education occurs to goals and incentives tied to the desired outcomes of student learning. These outcomes and ways

Table I. School Characteristics		
	Traditional	**Emerging Trends**
Curriculum Emphasis	Volume of material covered; subjects taught separately	Essential knowledge and skills; connections among subject areas
Instruction Method	Teacher often lectures especially at higher grades; students are passive learners	Teachers often guide discussion; students interact with teacher and other students more frequently; lectures used less but more purposefully
Assessment	Written exams and reports	Student portfolios complement exams to demonstrate knowledge acquired and applied
Classes	Homogeneous by age and ability	Heterogeneous; classes have lower teacher/pupil ratio in critical areas; flexible class size and age composition
Scheduling of a secondary level	Change classes on a fixed schedule; classes separated by subject areas	Flexible scheduling to support in-depth learning; subjects more connected or broadly defined
Operation of School	Principal, with direction from superintendent and central administration, operates school; teachers work independently	Entire school community involved in shared decision making; collaboration among teachers

to achieve them must be planned, developed and implemented with built-in mechanisms to monitor the results.

Focus on All Students

An education system must be created that focuses on education needs for **all** students. Our education system must:

- Express higher expectations and support higher achievement by all learners.
- Exhibit and encourage inclusiveness and a genuine appreciation for differences among people.
- Respond flexibly and resourcefully to change — in the student population, the economy, the society and the world.
- Develop individuals' capacities and skills to learn continuously and effectively and realize their full potential.
- Welcome heterogeneity — in structures, schools, colleges and universities, curricula, teaching approaches and learning styles.
- Define and demonstrate accountability, both for student learning and for stewardship of public resources.
- Promote respect for others, service to the community and informed participation in the democracy.
- Affirm the shared responsibilities of all constituents in the educational enterprise, e.g., students, parents, teachers, administrators, board members, state policy makers, education leaders, business and community organizations and the community at large.

Hopeful Signs

There are encouraging signs of new determination, a growing momentum for a better education system. The national education performance goals set forth by the governors and President Bush focus attention on a set of particularly crucial needs. (See Appendix A for examples of restructuring in schools and Appendix B for examples of current restructuring approaches and philosophies at the district and state levels). Many states have launched promising initiatives: incentive grants and excellence programs designed to promote innovation and encourage fundamental changes; increased funding for early childhood education; higher salaries for teachers; support for site-based management; programs to increase parental involvement; alternative teacher certification; and public school choice. New policies are beginning to focus greater attention on the quality of undergraduate teaching and learning and the enhancement of minority student achievement.

Demands for educational accountability have escalated at all levels, raising the need for new ways to assess student learning. Business leaders and community coalitions are getting more involved in education reform efforts, requiring clearer strategies to marshal their energies. More and more people recognize that fundamental

change in the world and American society requires equally fundamental change — redesign of systems — in education to achieve higher learning for **all** students.

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Establish a Vision
Review Existing Policies
THE POLICY MAKER'S ROLE
Monitor and Evaluate Policy Impact
Debate Policy Options
Make Policy Adjustments

The Policy-Maker's Role

The primary responsibility of the policy maker as restructuring efforts advance is to create a policy environment that supports people who want to redesign schools to ensure higher learning for **all** students. Such an environment encourages and stimulates potentially valuable initiatives and commitments under way in districts and states across the country. But to ensure that massive fundamental change takes place in the education system, more work is needed. Like every great effort before it, education's redesign requires leaders who can convince others of the need and guide them toward the goal.

True, some changes in schools **can** be made without changing existing policy. For example, school leaders who are willing to take a risk already are altering their work to better meet the learning needs of students. But for the vast majority of schools, the traditions and norms of practice and the prescribed roles and responsibilities of teachers and administrators do not encourage change. It is for the sake of this majority of schools that policy change is needed. Everyone in the business of public education must rethink his or her work.

Policy makers see their primary role in these efforts in this way:

1. **Establish a vision** of what students should know and be able to do, and how the education system should work.
2. **Review existing policies** to determine if they hinder or promote restructuring the education system for higher learning for all students.
3. **Debate options** for policy change to support the vision.
4. **Make policy adjustments** that stimulate desired change, deeper understandings and sharing of insight.
5. **Monitor and evaluate the impact of policy adjustments** on student learning, guarding against undesired consequences.

There is no one right way to undertake these actions; the ideas below are intended to stimulate thinking about how to create a policy environment that most likely moves restructuring forward.

I. Establish a Vision

Policy makers know they have a special role in helping people recognize when a problem exists and mobilizing them to develop a vision for addressing the problem. The need for fundamental changes in education to ensure a well-educated citizenry is an exceptionally complex problem. It requires understanding and action on the part of everyone involved in and affected by education. No one person or group can do it alone. A vision of the desired outcomes for students and ways the education system operates to support the development of those outcomes is essential to focus people's attention and action.

Policy makers often are guided in establishing a vision for change by actions such as these:

a. Convene members of the education system's constituents to debate and discuss the reasons for change and the desired focus for the change. Include formal and informal leaders from among parents, educators, community and business constituents.

b. Center the vision on what the goals for students should be. What is it that all students should know and be able to do? How do our schools need to be designed to support those outcomes?

c. Develop understanding of why change is needed. This is more than simply articulating general reasons for change. Open dialogue is needed about why change is needed in this particular school, district or state. Address all questions and concerns with realism and credibility.

d. Bring in a range of type of students to get their perspectives. It is critical to keep returning to the reality of the diversity of students and how they view the context for learning.

e. Encourage all constituents to observe a teacher or student for a day to get a better sense of the real context of schooling.

f. Clarify and begin to act on fundamental assumptions such as the assumption that **all** students can and need to learn.

g. Develop a well-articulated statement and supporting materials to communicate the vision to all who need to understand and support it.

II. Review Existing Policies

Before developing new policies, policy makers examine existing policies for how they aid or hinder the established vision, e.g., how will current policies affect people's ability to improve conditions for student learning? Will **specific policies** get in the way of desired change? Will a **combination** of policies make change difficult? Such a review will provide the basis for identifying and keeping policies that support desired changes. It also will reveal areas where policy adjustment or change is needed.

The goal is a policy environment that helps the **typical** teacher and administrator create schools in which **all** students develop the abilities needed to lead a successful life. Policy is more than the letter of the law. Policies individually and collectively create a tone. People will only risk change if the policy environment supports trying new approaches. Such an environment makes it desirable to change, even when there is no solid proof that the new approach will be fully successful. Adults involved in education need to feel that they, as well as the students, will be better off in some way if they move out in new directions.

One review method is to have a small team of people with expertise in policy and education issues contrast current policy with the emerging policy options presented in this document. Team members need to have experience that provides insights into (a) teaching, learning, curriculum and instruction, (b) administrative aspects of education, (c) policy development and implementation, (d) relationship of state and local board policy to state statutes, (e) alignment of new and existing policies, (f) issues surrounding education reform and (g) group interaction and collaboration.

When reviewing existing policies, policy makers ask questions such as these:

a. Which current policies are in alignment with the emerging policy options presented in this document? Which are in contradiction? Which are irrelevant? In our situation, what would be the likely impact of aligning policy with the suggested options?

b. Do current policies as a whole make clear that the first priority is improved student achievement for **all** students? If not, what priority **is** conveyed by our collective policies?

c. Do current policies build on the premise that **all** children can learn? If not, how do they encourage people to perceive children's capabilities? If not, what premise about learning is conveyed?

d. Do our policies create an environment that encourages collaboration?

e. Do our policies promote results rather than conformity with regulations?

III. Debate Options

The review of existing policy in light of the emerging policy options is expected to result in several possible areas for policy change.

Table II (page 13) compares characteristics of traditional and emerging trends in policy. These trends are outlined in the six categories of policy developed to guide discussion of policy options to restructure education. However, before actually undertaking policy change, policy makers should discuss with other policy makers and educators the options that seem most useful. The discussion is best focused on a limited number of options that surface during review. The debate of options is to ensure that various perspectives are taken into account and that key people who will shape and use the policy understand and are committed to the approaches. Significant, lasting change comes primarily from people's commitment to act in accord with the intent and design of policy.

The debate stage also is crucial to ensure that proposed policy directions do indeed support the established vision. As special interests arise in the debate, attention needs to be redirected to the established vision.

Table II. Policy Characteristics		
	Traditional Policies put priority on maintaining the current education system	**Emerging Trends** Policies put priority on supporting improved student learning
General Policy Approach	Regulate, dictate, direct	Encourage, support, model, catalyze, collaborate
Categories of Policy		
•Leadership	Top down, directive	Originates at all levels; empowered by shared vision
•Learning	Standardized tests, basic knowledge	Demonstrated and applied learning assessments; incorporation of higher level thinking skills with basic knowledge; special help given to students as needed
•Inclusion	Minimal community involvement	Partnerships with business, service agencies; students grouped heterogeneously
•Finance	Inequitable, inadequate	Equity, flexibility, effectiveness, adequacy
•Organizational	All decisions made by centralized management	Decentralized management with shared decision making at all levels
•Renewal	Closed system, restricted roles; rewards based on time served	Open system in continual renewal; opportunities to develop and expand roles; innovation rewarded

Policy makers use a variety of means and forums to debate options:

a. Have local and state policy makers (e.g., legislators, state board of education members, local school board members) meet to promote the development of complementary policies at state and local levels. Policy made independently at each level may cancel one another or dampen the desired result.

b. Bring in people who are engaged in restructuring to better understand the contrasts between what they are now doing and what they were doing. This will enable them to discuss the impact of a policy adjustment with people who have experienced the desired change. This practical experience can be helpful in sharpening the focus and approach incorporated into policy.

c. Share videotapes and news clips that illustrate the desired shift in teaching and learning approaches in the schools and discuss the implications for policy. Illustrations and personal experiences are essential to develop understanding of the desired change.

d. Model the active learning approach during the debates of policy options, i.e., engage people in interaction. Recognize the differing values and assumptions that underlie differences in perspective. Listen well to ensure that communication is occurring.

e. Include people at all levels to understand their perspectives during a series of discussions and debates. Think carefully about what mix of people at any given session will best expand the conversation and deepen understanding among those involved.

IV. Make Policy Adjustments

Altering or developing policy in a way that truly creates the environment for deep and sustained change requires recognition that states and localities are at markedly different stages of understanding and commitment to restructuring. The stage of change needs to be aligned with the continuum of possible policy actions — ranging from signaling a general direction to outlining specific directions, means and sanctions. For example, as the value of a shared set of goals becomes more widely accepted, policy makers may move from a policy that **encourages** each community to develop a shared set of goals for their schools and students to one that **requires** all communities to do so.

Broad-based support and examples of effective approaches are needed to make a policy effective. As experience demonstrates what effective policy is and as public understanding and commitment increases, policies may need to be strengthened. That is, the policy can be more explicit about the goals to be achieved, the means by which they should be accomplished, the consequences when progress is not made, the resources to be devoted to the effort and contingencies that may exist.

To ensure the intent of a new policy is preserved, policy makers also must gauge the policy's impact on existing policies and practices. Some flexibility or phase-in provision may be needed to allow new policies to be aligned with old, but desired, policies so they are complementary.

When making policy adjustments, policy makers:

a. Consult and collaborate with people at all levels of governance. For example, a state policy to change the type of student assessment used will need the cooperation and perspectives of people at school, district and state levels. Unless people at all levels of education contribute to policy development and understand its desired effect, the policy may be ignored or misinterpreted.

b. Try out a policy before making it applicable to the whole district or state. This provides an opportunity to learn about unanticipated consequences. In doing so, policy makers should be opportunistic by focusing on the situations ready for change. And they should be prepared to learn — dynamics can be created that will move others to try to determine whether the change was valuable.

c. Visit schools, districts and other parts of the education system where people are implementing the policy to understand what is working and where the problems are. This is necessary to get an in-depth sense of the progress and how to promote rather than stifle creativity and new directions. Action that can be positive at one stage of change can stifle change at another stage.

d. Encourage a trusting and supportive atmosphere and an understanding of the most effective relationships between policy maker and practitioner.

e. Keep expanding and deepening the understanding of the context and how actions and attitudes are linked at all parts of the system. As people's perceptions of situations are altered, blind spots, contradictions and other anomalies of the current approach will surface.

f. Create policies that focus people's attention on the priorities for that time and place. Don't make so many policy changes that people lose sight of the purpose and goals.

g. Increase the clarity of focus by attending to what policies need to be eliminated or put aside. Hard choices may need to be made.

V. Monitor and Evaluate Policy

Making policy is not a "once-and-for-all" action; it is an ongoing process of adjustment based on a realistic and thoughtful assessment of the impact new policy has and projections of the impact further action will have.

When monitoring and evaluating policy actions, a continued focus on

desired results and the rate and nature of change is crucial. For example, policy intended to increase student achievement requires built-in measures to assess achievement. Accountability mechanisms need to evolve from experience, with modifications made incrementally based on information and data generated from new or modified policies.

When monitoring and evaluating policy, policy makers:

a. Have an oversight committee comprised of constituents of the system — business, parent and community — and policy makers. Its task would be to guide the evaluation and interpret results.

b. Include multiple measures of student achievement. Include measures in areas of problem solving, communications and other skills often not adequately measured on multiple-choice, standardized tests.

c. Keep focused on the established vision — don't allow the initial measures to become the overall goals.

d. Ask schools or districts that are making clear progress to devise new measures that would better capture the depth of student and system achievement. Reward them for their time and effort.

e. Use the results of the evaluation and monitoring process to adjust any of the above actions.

NOTES:

Learning
•prepare all students
•high expectations measured
•instructional approaches
Leadership
•vision
•roles/responsibilities
•exemplary practices
•waivers
Inclusion
•parents/community
•interagency cooperation
•business
EMERGING POLICY OPTIONS
Renewal
•professional growth
•prepare future educators
•ongoing review
Organizational
•decision making
•accountability
Finance
•funding for restructuring
•innovation
•outcomes
•federal involvement

Emerging Policy Options

Because the restructuring movement is still in its infancy, policies are still emerging and being refined to foster restructuring for improved student achievement. The policy options can be organized into six categories: leadership, learning, inclusion, organizational, finance and renewal. These categories themselves can be very useful in fostering clarity in analysis, discussion and debate.

I. Leadership Policies

Restructuring education requires high-quality leadership by people throughout the education system and in the broader community, not just those in administrative and policy roles. Hard choices will need to be made in light of greater demands on the system and limited resources. Leaders must demonstrate a willingness to make those decisions. Policies that support and encourage broad-based leadership are needed. Four types of policies needed are those that encourage the development of (a) a **shared vision and comprehensive strategic plan**, (b) expectations that **roles and responsibilities need to be open to change** (c) **exemplary practices** from which others can learn and (d) **waivers** to remove barriers.

II. Learning Policies

Current learning policies — those related to curriculum, instruction, assessment and student learning goals — frequently focus on numbers of hours spent on a subject area, amount or type of material to cover in a course, use of specific textbooks, credits earned and attainment of minimum skills and knowledge. Changes are needed in these areas if students are to learn not only the already commonly accepted basic skills, but also the essential skills for living in today's increasingly complex world — problem solving, teamwork, communication, reasoning and ability to locate and apply knowledge and technology. Students must be actively involved in their own learning and achievement. The policy options presented address the need to (a) **prepare *all* students**, (b) **set high expectations measured by performance of desired outcomes** and (c) **establish instructional approaches that best teach these essential skills.**

III. Inclusion Policies

Policies are needed that prevent the underserving of certain groups and bring people traditionally excluded from significant roles in the education system into meaningful involvement. Such policies address the need for (a) **parental and community involvement**, (b) **interagency cooperation** and (c) **business partnerships.**

IV. Organizational Policies

Organizational policies that support greater responsibility and accountability by people at all levels in the system are needed to handle the diversity and complexity of student learning and the context in which it occurs. Thus policies that redefine (a) **decision-making roles** and (b) **accountability** are needed.

V. Finance Policies

In the past, regulations and mandates dominated finance discussions and policy, rather than the goal of education — to increase student achievement. Attention is now being given to transforming finance policy to focus on outcomes and to serve as a catalyst for change.

Finance policies need to recognize that restructuring involves up-front costs as well as reallocation of resources based first and foremost on higher student outcomes while maintaining equity. Finance policies need to (a) **provide funding for restructuring**, (b) **encourage innovation** and (c) **promote a focus on student learning outcomes.**

VI. Renewal Policies

Given the increasingly rapid rate of change, policies specifically designed to encourage renewal are needed. Such policies need to support the continual growth and development of individuals and the system itself by effectively bringing the best knowledge, technology and ideas into the system. Renewal policies (a) **promote growth, development and renewal of individuals and groups,** (b) **ensure availability of quality future educators,** and (c) **encourage ongoing evaluation of progress toward the shared vision.**

The following pages of this section provide policy options and examples in each of the above six categories.

Using the Emerging Policy Options

The policy options presented here often signal a direction rather than being specific, and, for the same reason, some border on administrative action. By framing the issues that directly affect restructuring, policy makers can lead through collaborative policy action. In this section, policy actions are separated into three levels — school, district and state. Collaboration and common direction among all levels are essential to ensure success.

NOTES:

NOTES:

A. Shared Vision and Strategic Planning:

To restructure the education system so that all children will learn to their maximum ability, leaders at all levels must develop a shared vision and a comprehensive strategic plan for change.

SCHOOL

The school community[1] develops a shared vision, based on district and state goals, of what students should know and be able to do, as well as a plan for achieving the desired results.

Example: The school principal and teachers meet with parents to develop goals for student learning, taking into account district and state education goals and local needs.

Example: School planning complements the district's strategic plans and builds in accountability at the school site. Accountability focuses on student outcomes, not processes.

✔ *POLICY CHANGES NEEDED*

School boards, superintendents and administrators work with students, parents, community and staff to develop a comprehensive strategic plan[2] and set district goals for meeting those goals systemwide. Superintendents and boards of education make decisions that (1) support individual schools in their efforts to meet the goals and (2) lend themselves to revision as the effort grows and needs change.

DISTRICT

Example: District officials provide leadership in developing a shared community vision of what students should know and be able to do, taking into account diversity among students and schools.

Example: To focus on student outcomes, the district's strategic planning complements the state's and specifies who is accountable for meeting district expectations for student learning. The plan reduces district regulations and shifts responsibility and accountability for improved student learning to schools. The plan includes compiling baseline data to guide the establishment of new goals and allocation of district resources to meet them.

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[1]People who attend, work in, or live and/or do business near the school.

[2]Strategic planning is the process the school board uses to develop the mission, beliefs, policies, strategies, goals and objectives that guide decision-making processes in the district. These goals and objectives will address the desired knowledge, skills, expectations, curricula, teaching standards and assessments that districts have for all students.

Example: To emphasize the need for high-quality teacher and community leadership committed to improved student learning, the district provides leadership training and development for staff and community leaders. This training is designed to foster informed, active participation in a shared decision-making process at school sites.

STATE

The state ensures that business leaders, teachers, principals, parents, state and local school board members, state department of education officials and others participate in creating a shared vision and becoming advocates for the future of education. All those involved have a role in helping to change the education system to better meet students' educational needs, including those of lifetime learning and productive living. The vision is used as the basis for setting standards, ensuring accountability and committing resources.

Example: The state board convenes a task force of policy makers, business leaders, teachers, principals, university leaders, superintendents, parents and others to develop a policy statement on what students should know and be able to do. The statement emphasizes the need for **all** students to be adequately prepared for the future.

Example: The state education department incorporates the shared vision into its requests for proposals from districts for special funding.

Example: The state's student assessment system is designed to measure the outcomes defined in state board policy.

Example: The state develops a comprehensive strategic planning process that involves all levels of education leaders and supports a similar process for districts and schools. Special attention is given to accountability measures and the need to revise traditional roles and responsibilities for everyone involved.

NOTES:

B. Changed Roles and Responsibilities:

Roles and responsibilities of everyone in the education system should be reviewed to ensure that they are contributing in the most effective way to student learning. Special attention should be given to ensuring that roles and responsibilities are focused as clearly as possible on improved learning for all students.

SCHOOL

The school reviews roles and responsibilities of all staff, as well as the involvement of parents and the community, to see that they support agreed-on learning goals and approaches to teaching and learning.

Example: The school examines roles and responsibilities of teachers and adjusts the daily schedule to allow teachers to work in teams.

Example: The school adjusts roles of some teachers to allow them time to lead curriculum development efforts.

Example: The school establishes a "contract" (formal agreement) with students and parents. The contract specifies the student's learning goals and outlines responsibilities of student, parent and school.

✔ ***POLICY CHANGES NEEDED***

The district periodically reviews roles and responsibilities of all staff to ensure that positions are flexible enough to respond to changing needs. It also provides professional development assistance to help staff change their roles.

DISTRICT

Example: All district administrators receive training in collaboration, shared decision making and site-based decision making, as well as assistance in adjusting their own roles and responsibilities.

Example: Annually, all district staff, in cooperation with their supervisor, rewrite their job descriptions in light of the district's revised vision and strategic plan. Negotiations and collateral discussions between the teacher's association and school board also are conducted within the context of the vision and plan.

State board and state department of education leaders review and modify as needed the roles and responsibilities of state department of education staff, the state board and state-level education officials.

STATE

Example: The legislature adjusts its relationship with the state board of education by giving the board greater control over issues related to student learning goals, curriculum, instruction and assessment.

NOTES:

C. Exemplary Practice:

It is very difficult for people to change if they have not seen or experienced the desired new way of operating. Therefore, leaders throughout the system need to model and highlight exemplary practices.

Education leaders create an environment that encourages high-level performance by recognizing outstanding service and exemplary approaches to instruction and management that result in improved student learning.

SCHOOL

School leaders provide support, incentives and rewards to staff who attempt and/or succeed in improving student learning. They provide similar support to other staff who are learning from these examples and generating additional ones.

Example: School leaders create ways to recognize efforts to improve student learning and performance, e.g., employee of the month or year programs and special opportunities for professional growth not previously available.

Example: School leaders provide opportunities for teachers to visit the classrooms of other teachers using effective teaching and learning practices.

✔ *POLICY CHANGES NEEDED*

The district shares exemplary ideas among schools and staff of ways to promote student learning. The district periodically recognizes and rewards efforts at innovative teaching and learning practices.

DISTRICT

Example: A newsletter or electronic mail system is used to share ideas among teachers and encourage new teaching practices.

Example: Staff development activities focus on allowing teachers to share innovative teaching and learning practices with others. The activities include visits to classrooms of innovative teachers within and outside the school, district and state.

Example: The district establishes a clearinghouse of innovative teaching, learning and administrative practices that operates under the direction of the staff development director.

The state establishes ways to acquaint teachers and administrators with exemplary teaching and learning practices in schools and districts across the country.

STATE

Example: The state department establishes a clearinghouse to provide school and district staff with information about restructuring efforts in other states.

Example: The state department of education sponsors periodic forums to share ideas for restructuring key aspects of the education system.

Example: The state department of education recognizes and rewards innovative school efforts and success and encourages visits from personnel at other schools.

NOTES:

D. Barriers:

As any system changes, some policies that functioned well in the past are bound to require updating or elimination. Education policy makers need to eliminate, modify or give waivers from policies that have become barriers to focusing the system on increased achievement for all students.

SCHOOL

The school, working with parents and the community, determines changes needed in commonly used processes and procedures to allow state, district and school education goals to be met and communicates these ideas to district.

Example: The school is given freedom to select new learning materials and to change student schedules. The school provide district with ideas on implications for district policy change.

Example: The school employs different processes and procedures to reach and/or surpass district goals but relies on shared decision making at the site. These approaches are reviewed by a district task force that is recommending adjustments at the school level.

✔ *POLICY CHANGES NEEDED*

DISTRICT

The district establishes a process to waive current policy and contractual agreements to better support improved learning for *all* students. The process enables the district to identify how policy and agreements need to be modified to better meet state and district education goals while at the same time protecting the rights of students and teachers operating under the waivers.

Example: A district with a policy requiring schools to use district-specified instructional materials and class schedules provides a waiver to selected schools. The district works with the schools to set curricular goals but allows the school to determine appropriate materials and scheduling requirements. District and schools work together to develop a new curriculum policy for the district.

The state establishes and publicizes a process to allow waivers to current policy to better support improved learning for *all* students. The process enables the state to identify how existing policy needs to be modified to better meet state and district education goals while protecting the rights of students and educators operating under waivers.

STATE

Example: Legislature waives certain assessment methods and course requirements for a district that is developing new assessment methods and course and schedule arrangements. A legislative task force reviews current policy in light of this district's experience.

Example: The state board encourages districts to request waivers as they restructure and establishes a task force to review waiver requests and determine implications for new policy development.

NOTES:

A. Preparation of *All* Students:

The education system needs to assume greater responsibility for the education of ***all*** *students, not just those whose needs, interests and learning approaches are compatible with the existing system. The system is responsible not only for retaining students but also ensuring that all complete the education they need to be productive, satisfied members of society.*

The school community recommends learning outcomes and requirements that reflect racial, ethnic and cultural diversity. Students who meet these standards are expected to be prepared for lifetime learning, economic self-sufficiency and civic responsibility.

SCHOOL

Example: Until the education system restructures to accommodate all individual learning, the school provides special assistance, such as mentoring or alternative schools, for those students not succeeding through traditional schooling.

Example: The school operates year-round and extends daily hours to ensure continuity of learning to better meet the needs of students, their families and community members.

Example: Tracking of students according to ability is eliminated to ensure that **all** students are challenged to reach their potential.

✔ *POLICY CHANGES NEEDED*

The district works with school staff and the community to ensure that learning opportunities acknowledge student diversity and responsibility for all students. The focus is on student achievement, not the number of hours in school or courses covered.

DISTRICT

Example: The district uses a variety of instructional approaches to meet the needs of individual students who learn in different ways and emphasizes curricular content that builds on student interests and community values.

Example: Until school programs are redesigned to adequately serve **all** students, the district ensures that alternative learning programs and resources are available along with standard programs to address the needs of **all** students.

Example: The district, working with parents and students, provides for student enrollment across school and district boundaries to give students in public schools increased opportunities to be in a learning environment that matches their needs, abilities and interests.

The state requires districts to demonstrate that all students have sufficient opportunities to learn and prepare for lifetime learning, to develop skills that enable them to contribute to society and to learn economic self-sufficiency and civic responsibilities. The state allows districts flexibility in awarding course credits while continuing to set standards and encouraging districts through research and support to establish innovative learning programs.

STATE

Example: The state provides technical assistance to districts in their efforts to reduce dropouts and increase retention.

Example: The state changes its monitoring practices to focus on whether **all** students have sufficient learning opportunities that address the diversity of students rather than solely focusing on collecting standardized data and monitoring processes.

NOTES:

B. High Expectations and Performance Outcomes:

*High expectations in learning for **all** students and clear specification and communication of what students are expected to know and be able to do are essential. Instructional approaches should focus on helping students achieve the desired results. Assessments should include traditional and innovative methods, i.e., written tests as well as demonstrations of skills and knowledge through such means as oral exams, research papers and other exhibits.*

SCHOOL

The school community sets high expectations, provides all students with appropriate learning assistance and time needed to meet the expectations and uses written and performance assessments to determine if students are achieving the desired results.

Example: A school team confers with parents and students to establish a clear set of expectations for **all** students and makes these well known to everyone involved in meeting these expectations.

Example: The school uses a combination of written exams, standardized tests, presentations, exhibition[1] and portfolios as methods for students to demonstrate essential knowledge and skills.

Example: School staff frequently share information, often in person, and reports with parents and students to keep lines of communication open and to ensure that teachers, students and parents understand what students are expected to know and be able to do.

✔ ***POLICY CHANGES NEEDED***

DISTRICT

The district, working with teachers and parents, defines desired knowledge, skills and standards for *all* students. Expectations and student progress toward reaching expectations are communicated to the community on a regular, formal basis, especially to parents and students. Other policy areas are reviewed to ensure that they encourage people to reach these high expectations and standards.

[1]Exhibitions are ways to *demonstrate* acquired and applied knowledge, e.g., through written and verbal work. Portfolios are a collection of examples of work completed in specific curricular areas or related to particular learning objectives.

Example: The district defines what students should know and be able to do in a way that includes development of creativity, effective communication, teamwork and problem-solving abilities.

Example: The district defines who is accountable for the adequacy of the education program and appoints an accountability committee to oversee and monitor it. The committee is comprised of parents, students, administrators and community members.

Example: District standards include demonstration of communication, teamwork and problem-solving skills in social studies, humanities, mathematics and science for **all** students.

Example: School evaluations measure whether the needs of **all** students are being addressed in a way that recognizes and respects diversity.

The state, in consultation with experts on how students learn, determines what students should know and be able to do and specifies the use of authentic performance measures[2] for all students and the evidence districts must have to demonstrate high expectations. The state encourages district and school accountability committees to monitor and report publicly student achievement to ensure high performance standards are being met.

STATE

Example: The state develops and makes available to districts assessments that measure whether students are meeting higher expectations in areas such as teamwork, creativity, problem solving and communications.

Example: The state commits resources, provides leadership and requires evidence of district success in meeting higher performance standards and ensuring equity.

Example: The state provides assistance to districts in developing authentic performance assessments, including mastery exhibitions and student portfolios to complement to traditional written exams and standardized tests.

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[2]Performance measures are those that use a real-life situation rather than a task such as a multiple choice test as the basis for assessment of skills and knowledge. See Appendix E for other issues on assessment.

C. Instructional Approaches:

A wider range of instructional approaches than those traditionally used needs to be developed and/or adapted to meet the diversity of learning styles, values and desired intellectual pursuits of ***all*** *students. Computers and related information technology play a crucial role in instructional programs. Instructional approaches recognize that students need to be actively engaged in learning, not listen passively if they are to acquire certain skills and abilities such as problem solving, creative thinking, teamwork and communicating.*

The school regularly reviews instruction techniques to ensure that they and students recognize, accommodate and respect different student learning styles, values, intellectual interests and abilities. The school defines and implements curricula in ways that meet or surpass state and district goals.

SCHOOL

Example: The school helps students use technology to obtain and make sense of information, acquire new insights and skills, and solve problems.

Example: The school more actively involves students in their own learning, i.e., students work or study in small groups, assist in identifying achievement measures for a specific curriculum area student demonstrate knowledge collectively and individually.

Example: Teachers integrate curricula to ensure students better understand the inter-relatedness of all subjects; for example, writing skills cross all curricular areas.

Example: The school uses flexible scheduling to allow students of different ages and abilities to work together in the same classrooms.

Example: The school offers a literature-based program in which listening, speaking, reading and writing are integrated.

Example: The school offers a problem-solving math curriculum in which memorized rules and procedures are secondary to students' own discovery and understanding of how math concepts are applied in daily life.

✔ *POLICY CHANGES NEEDED*

The district sets guidelines for identifying and implementing instructional methods that enhance the capacity of teachers to guide, mentor and coach students using a broad range of approaches that meet the diverse needs of students.

DISTRICT

Example: The district allocates funds and time for teachers to research and implement innovative teaching methods.

Example: The district provides staff development opportunities to help teachers better understand different learning styles and instructional approaches.

The state requires new teachers to demonstrate abilities in innovative approaches to instruction, including how to engage students actively in their learning and how to use technology. The state provides districts with the support necessary to ensure that all teachers are skilled in innovative approaches to instruction to meet the range of student needs.

STATE

Example: State certification of new teachers includes demonstrated competency in innovative approaches to instruction.

Example: State grants are awarded to schools and districts researching and/or implementing innovative teaching methods and use of technology that involve students more directly in their learning.

NOTES:

A. Parental and Community Involvement:

*Within the bounds of legal and ethical responsibilities toward students, all levels of education governance should keep parents and the community informed about and involved in school operations and district decisions related to teaching and learning. Schools alone cannot make all the changes needed to improve education. Parents and the community at large must be aware of and participate in change to support improved learning by **all** students.*

Parents and community members work with the school to mutually support each other in encouraging student learning. The school has a school-community advisory committee to identify, consider, discuss and report on educational problems and issues in the school. Committee is comprised of administrators, teachers, students, community members and parents.

SCHOOL

Example: General objectives of the school-community advisory committee are to identify and recommend solutions to problems that result in improved student learning.

Example: The school-community advisory committee is chaired by the principal, but all people in the group are encouraged to be leaders. The committee periodically provides reports to the community through written materials and forums.

Example: A school improvement committee meets regularly to review design and implementation of the curriculum and instructional methods that help **all** students learn.

Example: The parent-teacher association raises funds to help defray costs of purchasing new technology.

✔ ***POLICY CHANGES NEEDED***

The district has a district-community advisory committee to encourage and provide community support for education goals.

DISTRICT

Example: The district-community advisory committee encourages and facilitates regular communication between the district and various groups within the broader community to ensure education goals are mutually understood.

Example: The committee is chaired by a respected community member, but leadership from all members is encouraged.

Example: The district assists schools as needed to develop and implement community relations programs.

The state encourages district and school advisory committees as a means to build communication and support for education. The state ensures that parents and community members receive regular reports on school progress and are involved in meeting education goals.

STATE

Example: The state provides technical assistance to district advisory committees in reporting to the community on student progress and actions of school and district advisory committees.

Example: The state develops a yearly report that shows progress in student learning and describes the efforts of schools and districts to increase student achievement.

NOTES:

B. Interagency Cooperation:

*To meet the needs of the whole child, schools and governmental agencies outside the education system need to work in partnership with one another. Achievement depends, in part, on the student's physical **and** social well-being.*

Key governmental agencies and other community organizations and agencies form partnerships with schools in an effort to better meet the needs of all students.

Example: Governmental and community agencies work with the schools to provide before- and after-school child care.

SCHOOL

Example: Governmental and community agency personnel are part of the school team that identifies how best to serve student needs.

✔ ***POLICY CHANGES NEEDED***

The district establishes regular working relationships with local governmental and community agencies that focus attention on the needs of the whole child.

DISTRICT

Example: Governmental agencies, such as the county social service agency, and district personnel collaborate to meet the social needs of students, as well as their educational needs.

Example: The district offers education and training for social service agencies' personnel who want to participate in partnerships.

The state education department works with other state agencies to encourage interagency cooperation with schools and districts. State regulations and procedures may need to be adjusted, for example, to allow agency services to be housed in school facilities.

STATE

Example: The state waives procedures or regulations to enable schools to form economic partnerships with other agencies to provide before- and after-school day care. The waiver allows profits to be earned that can be reinvested in the service.

Example: The state removes restrictions that stifle legal agreements to provide interagency services.

NOTES:

C. Business Cooperation:

*To help schools provide students with the education they need to be full participants in society and the workplace, businesses need to work with the schools, particularly in determining what **all** students need to know and be able to do.*

Business people serve as part of the group that defines and supports higher learning for students in the community where they do business.

Example: Business leaders serve on committees that help define what students should know and be able to do.

SCHOOL

Example: Business provides in-kind services, such as printing or video production, and money to demonstrate support for selected school initiatives.

✔ ***POLICY CHANGES NEEDED***

The district involves business in shaping direction for the schools and the type of results needed for students.

DISTRICT

Example: Businesses provide opportunities for students to learn about business in a way that supports the school's goals.

Example: Businesses provide paid leave time for employees to be involved in their children's education.

Example: Business leaders and/or their employees run for the school board.

Example: Business leaders participate in district advisory committees.

The state provides opportunities for businesses to work as partners with schools and involves business leaders in shaping the direction of the education system.

STATE

Example: State leaders include business representatives in establishing learning goals for **all** students.

Example: The state offers tax write-offs and credits to businesses that help serve the educational needs of students and/or their employees.

Example: Business leaders serve on a state public/private coalition to support significant policy change for redesigning the education system.

NOTES:

A. Shared Decision Making:

Schools and teachers who serve diverse student populations need greater flexibility in determining new and better ways to improve student learning. Approaches to restructuring that involve various people working together to increase student achievement also model the open communication and learning desired in classrooms.

The school establishes some form of shared decision making. Teachers, students, parents and members of the community are involved in decisions about instruction, curriculum and staffing. Principals and teachers formally and consistently inform community members, especially parents, about student learning progress.

SCHOOL

Example: School staff, through a shared decision-making process, develop strategies for matters such as allocation of funds and school improvement strategies. Principals and staff are formally accountable to superintendents for meeting school, district and state goals.

Example: School staff work with parents and students as needed from other schools and districts to determine if a student is best served by the school to which the student is assigned. Cross-district enrollment is offered when appropriate.

Example: School advisory councils are advised by the district on how to operate within existing policies, procedures, contractual agreements and accountability provisions. Participants have significant influence on school decisions through shared decision making and active collaboration with each other and school staff.

✔ *POLICY CHANGES NEEDED*

The district works with individual schools to ensure that they are committed to shared decision making at the school level, where people are best able to know and subsequently serve the educational needs of students.

DISTRICT

Example: The district encourages principals to establish school councils that represent all people involved in the school, including students, parents, staff and members of the community.

Example: The district, in consultation with staff and community members, directs school advisory councils to set clear direction for the schools, with a focus on student achievement, staff productivity and accountability.

The state endorses shared decision-making for districts and schools, inviting and welcoming wide participation.

Example: The state holds districts accountable for implementing state laws but permits the district to establish lines of authority and accountability.

STATE

NOTES:

B. Accountability:

To increase student achievement and promote desired changes in roles and responsibilities, accountability measures that encourage high-quality performance by everyone in the education system are necessary.

SCHOOL

Principals implement the district evaluation and compensation system that focuses on school expectations and goals for improving student learning and school climate.

Example: Principals individually evaluate teachers, identifying specific areas of demonstrated success or lack of success in improving student achievement.

Example: Staff compensation is based on demonstrated improvement in student achievement and meeting student needs.

✔ *POLICY CHANGES NEEDED*

DISTRICT

To assist schools' efforts to improve student achievement, district and professional staff develop an evaluation and compensation system for teachers, administrators and other staff that rewards success and corrects unsatisfactory efforts and performance.

Example: The district evaluates schools to determine if they meet and/or surpass district and state expectations and goals. The district then directs rewards or assists schools and individual school staff based on the results of the evaluation.

Example: Using a state-level example of an evaluation process that emphasizes student achievement, superintendents and administrators evaluate the performance of district employees.

STATE

The state, in cooperation with professional staff, sets expectations and provides funds to help districts create an evaluation system that rewards successes, counsels improvement and deals with unsatisfactory performance.

Example: The state creates several examples of evaluation systems.

Example: The state develops measures to assess how well districts meet state expectations for student outcomes and creates rewards for districts that meet the goals and assistance for those that do not.

Example: The state adopts procedures for working with districts and schools not meeting student achievement expectations.

NOTES:

A. Financing Restructuring:[1]

Changing the focus in education to improved learning for ***all*** *students requires redesigned instruction and changed roles and responsibilities. Financial resources must be invested in making the shift from current practice.*

The school designs a plan and applies for available resources to change instructional approaches and school operations to focus on improved learning for *all* students.

Example: The school seeks business support to carry out restructuring plans.

SCHOOL

Example: The school applies for district or state incentive grants to redesign school operations.

Example: The school allocates funds for efforts that take individual readiness to learn into account when planning instruction and curriculum.

✔ *POLICY CHANGES NEEDED*

The district allocates funds to help schools restructure, supporting attempts and successes in improving student achievement, educational research and development and visits to other schools to better understand how to restructure.

DISTRICT

Example: The district funds time for teachers to plan, try and study new ways to improve student learning and performance.

Example: The district, working with businesses and other key groups in the community, encourages the state to fund targeted, innovative approaches for improved teaching, learning and administration.

Example: The district budgets for restructuring costs such as research and development of new curricula and instructional approaches, staff planning and in-service time.

The state allocates funding to support restructuring of the education system at state, district and school levels to improve student learning. State provides support, incentives and rewards to district administrators, teachers and others who contribute to higher student learning.

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[1]Note: Because of the enormous impact education finance has on restructuring, Appendix C provides added insight.

Example: The state provides the state department of education with technical assistance funds to assist districts and schools undertaking restructuring, especially those that do not meet state goals. Assistance includes consultation, waiving of certain regulations and professional development.

STATE

Example: The state ensures funding for research and development of approaches to new teaching and learning practices that improve student achievement. Research helps identify present and changing conditions for schools and students and incentives for professional growth of staff.

NOTES:

B. Funding and Results:

As the education system shifts its focus toward evidence of improved student learning, funding needs to be used as a means to strengthen and support the shift. Current funding focuses primarily on following procedures rather than achievement of outcomes.

SCHOOL

The school reports how it used funds to support and improve programs and program outcomes.

Example: School reports are organized by learning goals and outcomes. Expenditures could be shown in relation to programs addressing these goals for example, expenditures categorized by function, such as amount spent on transportation or facilities management, could be recategorized to illustrate how these functions support student learning.

✔ ***POLICY CHANGES NEEDED***

DISTRICT

The district works with schools to establish budgets and report expenditures based on agreed-upon student outcomes. Schools are then given flexibility in how they allocate resources to accomplish outcomes.

Example: The superintendent meets annually with principals to agree on expected student outcomes for the school and a budget that supports these results.

Example: The district asks schools to report expenditures in terms of outcomes established for the school.

STATE

The state reinforces district focus on learning outcomes by the way it allocates funds and reports expenditures. The state maintains methods of financing that ensure an adequate base and equitable distribution of funds to all school districts.

Example: The state asks districts to report to their communities and to the state in terms of resources targeted to accomplish outcomes.

Example: The state monitors financial approaches that link outcomes to resources.

Example: Schools and districts that have developed exemplary practices exceeding state goals and objectives are given additional state funds to expand the practices and make information about them accessible to other schools.

NOTES:

C. Federal Involvement:

Current federal accounting and budget procedures and special grant directives tend to undermine efforts to bring coherence to programs for students that focus on outcomes.

The state advocates a wide range of discretion in the use of federal money and accounting and budgeting procedures to restructure education.

STATE

Example: The state advocates flexibility in mandated, federally funded programs such as special education.

Example: The state advocates revising the format and design of budgets to focus accounting and budget procedures on students' teaching and learning needs, instead of line items stated by operational function.

NOTES:

NOTES:

A. Growth and Renewal for Individuals/Groups:

To keep current with new approaches to teaching, learning, administration and leading the education system, people throughout the system need opportunities to develop new skills and abilities.

SCHOOL

The school identifies ways to promote professional growth for staff that will benefit students and the community.

Example: Teachers request and are granted extended assignments for curriculum writing, sabbaticals for study and/or work in a business or public institution as a means of expanding their abilities to provide instruction appropriate to the needs of their students.

Example: Schools create and fund planning time for staff to devise schedules and discuss assignments that create flexibility for staff to pursue professio nal growth.

Example: The school provides assistance and opportunity for improvement to staff members who fall short of expected successes, e.g., peer coaching/mentoring and additional time for professional development.

✔ ***POLICY CHANGES NEEDED***

The district provides for professional growth and multiple roles for teachers and administrators with an emphasis on learning new instructional approaches.

DISTRICT

Example: The district develops its professional development plan based on teacher- and administrator-identified needs as they restructure class schedules and redesign curriculum focused on improved student achievement.

Example: The district provides in-service education to help all adults working at the district level (site-based council members, staff, administrators and school board members) understand and carry out changing roles and responsibilities to support teachers and principals taking on new roles in curriculum development and ways of providing instruction.

Example: The district works with a local university to award teachers academic credit for work being done to place new instructional approaches in schools.

Example: The district provides an extended school year contract for teachers and principals for planning and study time to increase participation in decision making, education planning and curricular revisions.

The state provides some professional growth and multiple-role opportunities for teachers and administrators and invests more resources to help districts develop more and better opportunities of their own.

STATE

Example: The state provides funding for a longer school day and year to provide time and opportunity for teachers and administrators to redesign curriculum, assessment and instruction to meet their students' needs.

Example: The state works with business sectors of the community to provide varied professional experiences outside the classroom for teachers and administrators.

NOTES:

B. Development of Future Educators:

To ensure the operation of restructured schools into the future, new employees need to be prepared to act in new ways. Time spent in developing future employees can save considerable expense in the long run.

SCHOOL

Restructured schools serve as sites for student teachers to learn new instructional approaches to meet the needs of all students.

Example: The schools involved in restructuring actively encourage student teachers, paraprofessionals, aides and novice administrators by offering them professional growth and experience.

✔ ***POLICY CHANGES NEEDED***

The district works with institutions of higher education to ensure that future teachers and administrators are being prepared to teach, manage and lead schools that serve *all* students well.

DISTRICT

Example: The districts involved in restructuring invite and welcome education students to its schools to provide classroom and admnistrative experience and a better understanding of K-12 teaching and learning.

Example: Higher education becomes more aware of the high expectations, standards and performance outcomes in K-12 education by meeting with and planning education goals with districts and schools.

Example: A single administrative system, early childhood through higher education, is created for all public schools in the same geographic area, i.e., one administrative structure that includes preschool, K-12 and higher education. This type of comprehensive admnistrative structure promotes dialogue, planning, commitment and continuity in developing students for lifelong learning.

The state provides support to help schools and districts hire and retain an ample number of competent, culturally diverse teachers and administrators.

Example: The state funds efforts to identify prospective teachers and administrators and provides scholarships and low-interest loans for their education.

STATE

Example: The state provides an alternative certification process for teachers and administrators as a way to expand the number of high-quality and culturally diverse teachers and administrators.

Example: The state works with institutions of higher education, within and outside the state, to ensure better communication, articulation and credit transfer between two- and four-year postsecondary institutions to encourage preparation of culturally diverse teachers.

Example: The state encourages college presidents and administrators to work with school districts to identify new, more effective ways of preparing teachers and administrators in light of current research on student learning and the changing structure of K-12 education.

Example: The state department of education actively promotes teaching as a profession that offers professional and financial satisfaction.

NOTES:

C. Evaluation of Progress Toward a Shared Vision

A means of assessing progress in improving student learning and achieving the shared vision is essential. Day-to-day activities can overshadow the vision without periodic efforts to collectively review the vision and its relevancy.

SCHOOL

The school periodically reviews progress toward the vision in light of its daily teaching, learning and administrative practices.

Example: The school sponsors a forum comprised of a cross-section of the community to review results of student progress in learning and changes in teaching approaches. In the forum, participants discuss, debate and, if needed, update the vision.

Example: The school sponsors, perhaps through special grants or in-service allocations, site visits to schools that have made significant progress in fulfilling their education vision.

✔ ***POLICY CHANGES NEEDED***

The district reviews the vision on a regular basis with the community at large and each school.

DISTRICT

Example: The district holds periodic public hearings on progress toward improved learning, emphasizing the need to assess the continued relevancy and usefulness of the vision. Improved student learning always drives the vision.

Example: The district researches success stories in reaching education visions from other districts in and outside the state and shares these with interested people in the district. These ideas can be shared in written form and/or through forums.

The state has a way to monitor progress toward the vision of the education system established for the state.

STATE

Example: The state asks districts to provide periodic progress reports on student learning, restructuring and the vision that guides it. These reports are based in part on a community forum on the current status of restructuring and efforts to fulfill the education mission.

The state sponsors a forum for state and district policy makers to exchange ideas on fulfilling the vision to improve student learning. Policy makers from other states are invited to serve as resource people.

NOTES:

Appendix A
Current Restructuring Approaches and Philosophies in Schools: Examples

Although there is one major purpose of restructuring — to improve student achievement — there is no one way or place to begin. Rather, restructuring is a long-term, evolving process that reshapes the entire system.

Effective restructuring is determined not so much by where it begins but by whether it maintains its focus on improved student learning and considers all areas of concern as the movement continues.

Given below are (a) a few examples of the types of changes that schools and communities are making to support improved learning for their particular student population and (b) examples of general philosophies guiding several national networks of schools actively undertaking change. Appendix B focuses on examples of actions at district or state levels.

This information is presented to illustrate the growing activity throughout the nation to rethink educational objectives and approaches to teaching and learning. Many people in education already are drawing on credible research and are working hard to better serve all children's education needs. The policy environment to support the work of schools must demonstrate respect and partnership with educators in creating an education system that better addresses the changing needs in today's world.

School Change: Examples

Leadership with a Vision

Teams of teachers, administrators and leaders from local Rochester, New York corporations, including Kodak and Xerox, and local hospitals and colleges worked together to design a new curriculum to prepare Wilson High School students for an ever-changing workplace. In Wilson's home-base guidance program, teachers stay with students throughout their four years and are responsible for regular communication with the students' families and connecting students with needed social services.

In Central Park East in Harlem, New York, teachers and the principal developed a vision of what students should know and be able to do when they graduate. They realized that above all, students need to be inquisitive learners who continue to learn after leaving school. They need to be excited about learning, be able to think logically about problems and be effective communicators. They also realized that to create that kind of climate for learning, the roles of teachers need to change. The teachers need to work in teams and shape their instruction so that students are more actively engaged. The teachers and principal are taking the lead in redesigning the school with the goal of improved learning.

Learning for Today's World

In Oak Ridge, Tennessee, frustration over not enough time to adequately cover English literature sparked the idea to hold the course right before and extend it through the student's lunch hour a couple days a week. In this way the schedule fits the lesson plan rather than the lesson plan being forced to fit the schedule. Since this initial scheduling change, others have arisen. For example, a high school science teacher is relieved from class periodically to work with students on extracurricular science projects. At one junior high, schedules were made more flexible to allow students to use the school's computer lab, shop equipment and library before, during and after school.

The apprenticeship program at Thayer High School in Winchester, Massachusetts, offers students opportunities for career exploration, resume preparation and job interview skills. All seniors are required to take a class called "Life After Thayer" that discusses relevant social issues and teaches practical life skills.

A complete redesign of scheduling and curriculum stemmed from concerns of the Montlake (Washington) Elementary School principal that the school was not making progress in meeting the needs of all students and that existing pull-out programs were ineffective. In the new structure, children are grouped by skill level, rather than by grade. The student-teacher ratio was reduced to 15:1 by using all professionals in the school for instruction, including librarians and specialists. As a result, reading and math scores improved dramatically.

Capital High School in Santa Fe, New Mexico, is now in its second year of restructuring. Its program, Gateways, focuses on active, interdisciplinary, inquiry-based humanities study and heterogeneous grouping to promote critical and independent thought. Freshmen through junior students are mixed in multi-ability groups. Four teachers work with the students in blocks which include interdisciplinary themes in literature, philosophy, history and aesthetics.

Los Lunas Middle School in New Mexico has used the team concept of organizing teachers and students for three years. There are three teams at the seventh grade and three at the eighth grade. Each one is comprised of four core areas and one to three elective teachers, and has 120-150 students. The team leader positions rotate among the teachers.

Inclusion

In cooperation with the Dade County (Florida) Public Schools, American Bankers' Insurance Group constructed a $350,000 K-3 public school on its property for children of company employees. Similar "satellite learning centers" have been established at Miami International Airport for children of personnel and at a local community college. This type of business-school partnership has numerous benefits for taxpayers, business, schools, parents and children.

A major focus to the restructuring initiative in Columbia, Missouri, is increased parental and community involvement. School staff believe that the community's increased desire for better schools has greatly facilitated the school's restructuring initiatives. Programs in Columbia include the "Parents as Teachers" program which offers parenting education for parents of young children. Last year, parents and community volunteers in Columbia donated 20,000 hours of their time, not including time for training and orientation. Their talents were used for tutoring in math and reading, assisting with science lab experiments and working with handicapped children.

Vacant space at Union High School in Union, New Jersey, is home to the district's Allied Health Professions program. The program has three parts: instruction for high school students in allied health care professions, a day-care center run by the local YMCA and a senior-citizen day-care center run by a neighboring hospital. Students gain valuable vocational and volunteer experience, and the school district benefits from rent paid by the three agencies.

New York City has a "schools-as-community-sites" project, which opens schools for an extended day and extended school year to provide social, health and recreational services as well as instructional support.

Organizational Redesign

The Mastery in Learning initiative of the National Education Association (NEA) works with 27 demographically diverse cooperating schools. NEA advocates a greater role for teachers in decision making about curriculum and instruction, a key aspect of the initiative. Schools receive technical support from regional educational laboratories and the NEA and also collaborate with other participating schools.

The American Federation of Teachers (AFT) Center for Restructuring recently formed the Urban District Leadership Consortium. The 19 participating cities represent more than four million elementary and secondary students. The center also is working to encourage AFT's local units to develop school-within-a-school restructuring programs developed by teachers with center guidance.

Finance

Teachers in a school in Dade County, Florida, voted to discontinue the Spanish program featuring English speakers and instead contract with Berlitz to provide instructional materials. This and other changes initiated by teachers in the district are part of Dade County Public Schools' school-based management effort, a major element in restructuring its 257 schools.

The governor of Colorado initiated creativity grants for schools by seeking assistance from businesses. He toured the state meeting with regional groups of teachers and administrators to speak out on the importance of innovation and risk-taking in changing schools for better learning. Schools applied for grants of $5,000 to try a new way of educating their students.

Renewal

In 1985, a partnership between Jefferson County Schools in Louisville, Kentucky, and the Gheens Foundation resulted in the Gheens Professional Development Academy, formed to focus on the links between the development of teaching professionals and school restructuring. A major part of the academy's efforts are the district's professional development schools, which are examples of innovative teaching and learning practices. The academy provides ongoing activities for teachers and administrators and a center for curriculum development and symbolizes the district's commitment to continual development of the teaching profession.

Staff development has been a regular part of the life of teachers in most schools, but unfortunately it often has been poorly connected with the needs teachers and administrators have to improve their ability to assist students in learning. At Sweeney Elementary School in Santa Fe, New Mexico, teachers now design their own professional development activities, including visiting other schools that are trying new types of instruction and assessment of student outcomes. They also have created a peer evaluation system.

These are just a few of the many changes bubbling up across the country. Whether these efforts expand and become known and operative in other situations will depend in large part on whether policies and other influences outside the school support the sometimes frail change efforts emerging in schools across the nation.

Restructuring Philosophies: Examples

Just as there are many examples of restructuring efforts in schools and districts, there are a variety of philosophies based on extensive research that describe and/or guide approaches to restructuring. Many schools are or will be restructuring their approaches to teaching, learning, curriculum and instruction following one or a combination of these philosophies. Still other schools may use these and other philosophies to develop an eclectic approach to meet their individual needs. As schools construct their own approach, such philosophies are important sources of ideas.

Described below are some of the philosophies actually being implemented in networks of specific schools. Each philosophy has been developed as a result of extensive research and is identified by the originating researcher.

James Comer takes a socio-ecological, community-based approach to school change, based on curriculum and strategies that reflect the assumption that all children can learn. Education is the school's responsibility, but the community must be involved. The most significant changes in schools following this philosophy happen in the area of the school's culture, especially fostering staff development programs that center around child development.

Comer believes the most important teacher skills are caring, predictability and responsiveness. Comer is working within 10 school districts in four states but is rapidly expanding efforts to include other cities.

For further information, contact: James Comer, Yale Child Study Center, P.O. Box 3333, 230 S. Frontage Road, New Haven, CT 06510, 203-785-2548.

John Goodlad takes a pedagogical approach to school change because he sees the quality of teaching as the major problem with today's education. He is concerned with how teachers teach and the circumstances surrounding teaching and learning in the classroom. A basic premise is that reform of teacher education and the restructuring of K-12 schools must occur simultaneously. Until teachers are trained to teach in restructured schools, true reform of the education system cannot be attained.

Much of the effort of Goodlad's Center for Educational Renewal has focused on effecting a better alliance between schools and universities. As of 1989, 14 school-university partnerships embracing 16 universities and 115 school districts constituted the National Network for Educational Renewal.

Goodlad sees the role of schools as educating people to participate in a democratic society and the greater "human conversation." For more information on this effort, contact: John Goodlad, Professor and Director, Center for Educational Renewal, College of Education, DQ12, University of Washington, Seattle, WA 98195, 206-543-6230.

Henry Levin emphasizes accelerating learning experiences to help disadvantaged elementary students catch up to more advantaged peers. There are four major elements that Levin believes contribute to an effective approach to helping disadvantaged children learn: (1) focus on creating learning activities that are characterized by high expectations and high status for participants, (2) a deadline for closing the achievement gap so that educationally disadvantaged children will benefit from mainstream instruction, (3) an effective curriculum that is faster paced than has previously been the case and that actively engages the interests of participants to enhance their motivation and (4) design and implementation of a program that involves parents, community, resources and extensive participation of teachers in formulating interventions. Levin is working with 36 schools in four states (34 elementary and two middle schools). For more information, contact: Henry Levin, CERAS Building, School of Education, Stanford University, Stanford, CA 94305-5015, 415-723-0840.

Theodore Sizer believes schools should operate on nine basic principles of teaching and learning so that students learn to use their minds well. For example, Sizer emphasizes the principle "less is more" in advocating that students study a few topics in-depth rather than being exposed to multiple curricular topics in a general, superficial way. The mission of the Coalition of Essential Schools (CES), a network of schools building on Sizer's research, is to create an intellectual atmosphere in schools where instruction is personalized and students take an active role in their own learning. There are 104 active affiliated schools in the coalition. Also, CES is working jointly with the Education Commission of the States and six participating states to make changes not only in schools but also in district and state

policy and administrative practices to achieve systemwide support for schools redesigned according to the philosophy. Other states and schools are also actively investigating involvement in the effort. For more information, contact: Theodore Sizer, Coalition of Essential Schools, Department of Education, Davol Square, Brown University, Providence, RI, 401-863-3384.

Robert Slavin is a strong advocate for significant change in the ways schools are structured, the way policy affects programs and the way resources are allocated. His advocacy is based on extensive research with schools, particularly with at-risk students. He believes success in the early years is critical and concentrates his attention at the elementary level, emphasizing every child can be successful. It is the school system's responsibility to create programs that work with an emphasis on three programs: prevention, classroom change and remediation. Slavin works with seven schools and emphasizes prekindergarten through third grade. Further information can be obtained by contacting: Robert Slavin, Center for Research on Effective Schooling for Disadvantaged Students, The Johns Hopkins University, 3503 N. Charles Street, Baltimore, MD 21218, 301-338-8249.

In comparing these philosophies, certain themes are evident:

- All children can learn.
- The needs of the whole child must be considered and addressed to effectively meet the education needs of each child.
- Special attention to staff development must be given to help staff gain new insights, knowledge and behaviors that contribute to improved student achievement.
- The quality of the relationships between teachers and students, among school staff and between the staff and community is of central importance in schools that are significantly improving student learning and achievement.

Appendix B
District and State Policy and Administrative Action To Support Restructuring: Examples

The previous appendix presented examples of changes being made in schools and philosophies that are influencing the nature and direction of restructuring. Action also is being taken by district and state policy makers to encourage rethinking of how the nation's schools are designed.

Below are examples of state and district policies and administrative action created to support varying aspects of school and system restructuring. While we have placed these examples into the six policy categories used in this document, many have implications beyond one category. These examples are not meant to be comprehensive but to provide a picture of the range and diversity of policies. Many of the policies have only recently been passed, so their impacts are not yet fully known. Contact the appropriate state department of education or district office to obtain further information. Professional education and policy makers' associations also are important sources of information.

When state and district policy actions are taken, an important consideration is their relationship to achieving the national education goals announced on January 31, 1990. President Bush and members of the Governors' Task Force on Education jointly developed the national education goals.

Scores of education associations and organizations, business and community leaders, parents, teachers and state and local administrators advised the President and governors. The goals set were:

1. By the year 2000, all children in America will start school ready to learn.

2. By the year 2000, at least 90% of students will graduate from high school.

3. By the year 2000, American students will leave grades 4, 8 and 12 having demonstrated competency over challenging subject matter, including English, mathematics, science, history and geography.

4. By the year 2000, U.S. students will be first in the world in science and mathematics achievement.

5. By the year 2000, every adult American will be literate and possess the knowledge and skills necessary to compete in a global economy and to exercise the rights and responsibilities of citizenship.

6. By the year 2000, every school in America will be free of drugs and violence and offer a disciplined environment conducive to learning.

Leadership

- The Fairbanks North Star Borough School Board in Alaska developed a formal recognition program to highlight the outstanding achievement and efforts of students, staff and community members who contribute to the success of schools.

- Following a statewide conference representing 130 schools, Maine began the process of selecting 10 schools to participate in its Restructuring Schools Project. The deputy commissioner of the Maine Department of Educational and Cultural Services (MDECS), coordinated the project with help from a steering committee comprised of representatives from MDECS, the Maine University System, the Maine Teachers' Association and other organizations. The state allocated funds with existing dollars for innovative programs.

- A committee of district, school and community representatives in Seattle addressed issues of school structure and climate, curriculum, instruction, staff development and evaluation in developing a policy to guide middle school restructuring efforts.

- In San Diego, the district worked with 200 teachers and principals to develop a series of in-depth discussions with teachers, principals, parents, business representatives and community members. The meetings resulted in development of a vision statement and action plan which provided solid foundation for the restructuring initiative.

- Connecticut's "Common Core of Learning" is a state board policy that establishes a vision of what all high school graduates should know and be able to do. It guides schools in developing restructuring efforts to enable students to achieve the education expectations established by the "common core."

Learning

- Vermont's state writing assessment program requires students to compile a portfolio of three writing samples in grades 4 and 11.

- A component of South Carolina's Target 2000 legislation is the inclusion of higher-order thinking skills in curriculum and instruction for all grade levels. Teachers and administrators are required to complete training in teaching higher-order thinking skills, e.g., problem solving and communication skills.

- California policy makers have created an innovative interdisciplinary curriculum "framework," the result of extensive study and collaboration with higher education.

- A consortium of 25 New Jersey school districts working with the state department of education has made a five-year commitment to develop policy to improve the mathematics curriculum.

- The New Hampshire Department of Education is assisting teachers in several districts to use computers to manage administrative, curricular and instructional initiatives within the classroom.

Inclusion

- In Cheshire, Connecticut, the Public Health Nursing Service works with school administrators to develop and implement school health programs.

- In Michigan, the state board of education works with institutions of higher education in planning post-graduate and adult programs, vocational and technical programs to avoid duplication of facilities and effort.

- The Minnesota Business Partnership is an organization supported by 82 state-based corporations with a focus on establishing education priorities and developing the state's education agenda policy agenda.

- The Education Improvement Act (EIA) of 1984 established South Carolina's Business-Education Partnership, a committee of 32 business and civic leaders whose task it is to monitor and direct progress on the EIA. The EIA also calls for more active partnerships with parents and community.

- Colorado's Creativity Schools effort requires parents, business and community representatives to be part of local planning teams.

- The Chicago School Reform Act established a local school council comprised of parents, community members and teachers. The council has the power to appoint new school principals, negotiate performance-based compensation for principals, evaluate principal performance, develop school improvement plans, develop and approve budgets and receive formal training to implement the above responsibilities.

- New Jersey's "School-Based Youth Services Program" provides a "one-stop-shopping" approach to delivery of services for young people. Each school-based site maintains five basic services: primary and preventive health care, mental health resources, employment counseling, tutorial help and recreation.

- Missouri's Parents as Teachers program provides a variety of services for parents, including information on child development, education and sensory development screenings for children, home visits, monthly parent meetings and a parent resource center with child care and resource materials available.

- Shiprock High School in rural New Mexico encourages parental involvement in the educational process and helps teachers more accurately assess public opinion in determining curriculum revision. Regular meetings and mini-conferences are held to solicit ideas and suggestions from parents in order to make curriculum more

relevant to local needs and culture.

Organizational Policies

- In Anaheim, California, the superintendent may grant release time without loss of compensation to individual teachers to allow them to participate in civic activities, conduct official duties with community organizations and attend conferences and seminars to improve their professional competency.

- California's new Demonstration in Restructuring of Public Education law authorizes school districts to apply for funds and maximum flexibility in implementing innovative restructuring programs. Each applicant district is required to demonstrate how the program will improve student learning through increased site-based decision making, enhanced staff development and parent involvement and education.

- In Cerritos, California, creative leadership in the district and teachers' union, combined with a university partnership that brought in new ideas and state funds for mentors and school improvement, led to considerably more teacher involvement in school-site decision making.

- An agreement between union and district officials to waive district regulations and contract provisions launched Dade County, Florida's, school-based management/shared decision-making initiative. Some 150 of the district's schools have control over expenditures, allocation of staff and design of curriculum and instruction.

- In Rochester, New York, a coalition including the superintendent, union representatives, business and university leaders developed an ambitious restructuring policy. The policy shifted decision making and accountability to teachers and school administrators, improved training and hiring practices and focused on higher expectations for all students.

- The teachers' union and school board of Cincinnati, Ohio, moved from an adversarial process of negotiations focused on teachers' salaries to a cooperative, problem-solving process focused on issues of instruction and policy. The result has been agreement on a series of changes that reorganize teaching and learning.

- In California, district administration and union representatives developed "trust agreements." These agreements address problems of schools as organizations — problems of student achievement, school restructuring, staff and career development, and new forms of teacher evaluation.

- Minnesota's enrollment options plan is the most comprehensive choice plan adopted. By 1991, all districts will be required to participate in open enrollment at all grade levels with state money following the student.

- Virginia is taking a bold step to reorganize its state department

of education. The plan includes an almost complete transformation from a regulatory agency to a consulting service for districts. The new department will set general goals and expectations around what students should know and be able to do and provide support and guidance to local districts in their efforts to meet those goals.

- State-established School Accountability Committees consisting of teachers, administrators, parents and community members in Eagle County, Colorado, develop and adopt goals and objectives for improvement in each school. A district accountability committee reviews these goals annually for submission to the state board.

- "Working Together to Show Results: An Approach to School Accountability" is legislation that redefines accountability in Vermont to ensure a variety of new measures to assess school performance.

- All schools in Illinois are required to prepare annual "report cards" to the district, state and community. This detailed reporting system increased responsiveness from the state department in meeting a wide range of school and district needs and provided recognition and rewards for success.

- California policy established sanctions and a three-phase improvement plan for low-achievement schools. The plan included establishing a school-improvement team consisting of principal, teachers, parents, students and community members whose responsibility it is to develop and implement a strategic improvement plan.

- Kentucky's new state accountability system includes a formula for determining school success based on a combination of factors. Those factors include attainment of the state's learning goals, attendance, dropout and grade retention and successful transition from school to work and to postsecondary education. Schools that meet or surpass performance expectations will be proportionately rewarded. Failing schools are required to develop improvement plans which the district helps them meet. "Schools in crisis" may be subject to intervention by one or more "Kentucky distinguished educators" assigned to the school.

Finance Policies

- Minnesota awards incentive grants to districts that develop their own plans for using technology. Plans must demonstrate how districts will provide adequate and equitable access to technology and plans for staff and student training.

- Missouri's "Incentives for School Excellence" program provides grants to encourage innovative school practice. Matching grants for school improvement and match-free grants for instructional improvement are available.

- A performance-based awards program in Indiana provides monetary rewards to schools showing overall improvement against the previous year's performance.

- The "Incentive Reward Program" in South Carolina provides monetary incentives to schools scoring high on accepted assessment measures with the stated purpose of "maintaining quality and continued innovativeness."

Renewal Policies

- Schools participating in Washington's "Schools for the 21st Century Program" receive waivers from state regulations to help them implement innovative programs. Deregulation requests governing the length of school day and year, time for staff planning and development and class size are among those that have been received.

- South Carolina's "flexibility-through-deregulation" plan releases schools with a history of superior academic achievement from numerous state regulations governing staffing, class scheduling and class structure.

- North Carolina's Senate Bill 2 provides many options for districts. Districts may choose to participate in the "flexibility" portion of the bill, thus receiving financial and regulatory flexibility in order to support improvement plans for schools. They also may develop locally differentiated pay plans based on the state-outlined Lead Teacher project or a locally designed plan.

- The Utah Career Ladder Program, now in its fifth year, has four major components: extended contract year, job enlargement, performance bonus and career ladder levels. Participants believe that the program has generated improvement and innovation in classroom teaching.

- Candidates for New Jersey's "Provisional Teacher Program" must meet three eligibility requirements: (1) a baccalaureate degree, (2) academic major in the subject to be taught and (3) a passing score on a state-administered test of subject matter. Provisional teachers also complete a year-long intensive training program consisting of formal instruction and clinical practice.

Appendix C
Financing To Restructure Education

Policy makers need to see school finance in a new light as a result of general economic conditions and attempts to relate finance to reform of the education system. The way schools are funded and the adequacy of that funding influences their abilities to improve teaching and learning practices.

Why School Finance is An Issue in School Reform

Some criticisms of traditional finance systems include the following:

1. Current finance systems are often a mix of inconsistent programs and strategies. One part of the system seeks to equalize while another provides large unequal amounts of categorical aid. Consequently, although formulas were intended to achieve equity, they often did not succeed.

2. Current school finance policy remains almost completely unrelated to programmatic reform and change in the schools. There is little or no connection to the current emerging knowledge base of effective teaching and learning approaches.

3. Finance systems have no provisions for emphasizing schools as a unit for change to improve learning.

4. School finance policy either assumes certain student outcomes or ignores any relationship between funding and student outcomes. Compliance and successful allocation of funds are defined by numbers of students served, rather than student achievement.

Emerging Thinking on School Finance

Creative, new ways of thinking about finance are required to support school efforts to better serve their unique student populations. As policy makers think through complex finance issues, the values of adequacies, equity and accountability may conflict.

1. Concept of Equity

The new concept of equity focuses attention on outcomes and opportunities, allowing for differences in amounts of funds used to achieve those ends. Policy makers realize that schools may have different amounts of money to spend, and even when the dollar amounts are equal, schools need the flexibility to spend funds very differently.

2. Use of Funds

Distribution of funds needs to be connected to effective teaching and learning practices. Current finance practice focuses on compliance with rules, whereas emerging knowledge calls for more flexible uses of funds. The traditional orientation calls for minimizing costs; attention now focuses instead on maximizing services to students. Another new focus is to create close links between education goals and fund-

ing. For example, a state might create categories of funding tied directly to new programmatic objectives or use financial incentives to encourage schools or districts to create strategies for improved student achievement.

3. Meaning of Financial Accountability

Current school reform emphasizes the school as the primary unit of change and improvement. State finance systems focus at the district level. If finance policy is to be a potent force for school reform, finance systems will need to include mechanisms that reach the school site and recognize differences among schools, not just districts. Because schools are the unit at which services are provided to children, school faculties and communities are being asked to take on more decision making and spending authority. And along with that authority comes greater accountability.

Another emerging aspect of financial accountability is a system to reward efforts and success, based on student outcomes. But providing financial rewards for success may occur at the expense of equal opportunity. Another issue is how to link performance and compensation.

Today, non-compliance with rules results in financial loss. However, compliance with rules may not ultimately be related to student success. A new way to address lack of success is to tie funding to improved practice and provide encouragement to succeed. Such encouragement often includes technical assistance in making changes in how the school operates and how teaching and learning are approached.

Table III summarizes those changing characteristics.

Conclusion and Implications

Finance systems are far from perfect, partly because of changing conditions and partly because of inherent value conflicts. But the way states distribute dollars and set the norms and standards for accountability and decision making cannot continue without regard to the strategies for making schools more productive. State finance systems need to be designed and/or modified in ways that will help focus on the innovation and change efforts under way in the schools.

Table III. Finance Characteristics

	Traditional	Emerging
Concept of Equity	Treat everyone the same Focus on equal dollars	Allow for flexible treatment Focus on equal outcomes
Use of Funds	Compliance with rules Minimize cost Weak link to education goals	Flexibility linked to emerging knowledge base on teaching/learning Maximize services to children Links to education goals
Meaning of Financial Accountability	District level Financial loss for noncompliance No rewards for performance	School level more involved Funding tied to improved practice Rewards for effort and success

Appendix D
Labor Relations To Restructure Education

In restructuring the education system, roles and responsibilities for everyone from policy makers to students to those involved in labor relations must change. Some change already is occurring.

Both unions and management have been criticized for conducting negotiations in a confrontational, hostile manner with each side viewing the process as "Win or Lose." As a result, the focus of collective bargaining is diverted from improved student achievement and the growth and development of teaching professionals. Collaboration, shared education goals and trust must become the prominent features of labor relations.

In addition, collective bargaining has been a process for dealing with issues directly related to terms and conditions of employment. New relationships between unions and management are needed to deal with broader issues such as staff and career development, site-based management, school restructuring and staff evaluation. Rather than containing specific agreements and concessions, future contracts should be shorter and more flexible. (Table IV provides a contrast between traditional characteristics of labor relations and those that are emerging.)

As Tom Manley, an attorney helping the U. S. Department of Labor develop new collective bargaining methods based on labor/management cooperation, said: "The collective bargaining agreement was envisioned 50 years ago as the most versatile of documents. They can be anything we want them to be."

As policy makers consider options in labor relations to support restructuring, the following questions arise:

1. How can collective bargaining further teacher professionalism?

2. To enhance student learning, what types of issues should be in the contract? What should not be in the contract?

3. Should the contract spell out how much responsibility and shared decision making should be shifted to schools? Should it specify areas of responsibility for the school, e.g., budgets, curriculum and staffing?

4. Can contracts encompass broad issues and still be shorter and more flexible? When are short, flexible contracts desirable?

5. What kind of support can policy makers provide to those taking on new roles and responsibilities in shared decision making at the school?

6. What is the role of the teacher unions in supporting restructuring? How can policy makers help unions fulfill their role?

7. Should collective bargaining be done on a statewide, district or school basis?

Table IV. Labor Relations Characteristics

	Traditional	Emerging
Style	Confrontational	Trust, common issues
Data	No trusted data	Shared information and open dialogue
Dialogue	Collective bargaining	A variety, such as trust agreements, partnership agreements, quality circles, win-win
Language	Legalistic	Less formal
Issues	Narrow, self-interest	Broad, multiple perspectives
Agreement	Final settlement	Living document

Appendix E
Student Assessment To Restructure Education

Because the restructuring of the education system is driven by a need and desire to improve student learning markedly, the assessment of learning becomes a critical issue. As with finance and labor relations, there are no final answers in how best to measure student learning. However, trends are emerging about how to do a better job in this area.

Rather than develop a statement on assessment, the panel chose to reproduce the executive summary of the report entitled From Gatekeeper to Gateway: Transforming Testing in America, prepared by the National Commission on Testing and Public Policy.

The National Commission on Testing and Public Policy is an interdisciplinary body comprised of individuals with expertise, interests and experience in a wide variety of fields — education, business, labor, law, assessment and measurement, and manpower development and training. Supported by the Human Rights and Governance Program and the Education and Culture Program of the Ford Foundation, the commission was formed in 1987 following a preliminary investigation of issues organized by Bernard R. Gifford of the Graduate School of Education at the University of California, Berkeley. In February 1989, the Center for the Study of Testing, Evaluation and Educational Policy at the Boston College School of Education assumed staff work for the commission.

The commission's mandate has been:

- To investigate trends, practices and impacts of the use of standardized test instruments and other forms of assessment in schools, the workplace and the military.

- To recommend improvements in testing that would promote the identification and nurturing of talent, especially among racial, ethnic and linguistic minorities.

Toward that end, over a three-year period, the commission heard presentations from a range of experts on a variety of issues related to these two goals. The commission also invited and reviewed over 50 additional papers which cover testing among children and adults; among different ethnic, linguistic and cultural groups; and in the education, employment and military sectors of American life. Additionally, the commission convened five public hearings to document the impact of testing on particular population subgroups. This executive summary is a brief synthesis of what the commission learned from these many sources. We would urge those who are interested in a fuller treatment of the issues presented here to consult the full text of the Commission's report and the companion staff report released in fall 1990. Appreciation is expressed to the commission for permission to reprint the executive summary of their report.

From Gatekeeper to Gateway: Transforming Testing in America

Executive Summary

America must revamp the way it develops and utilizes human talent, and to do that, educational and employment testing must be restructured.

America can no longer rely on an abundant, largely unskilled labor supply. Instead, the nation is facing a shrinking entry-level work force increasingly composed of linguistic, racial and ethnic minorities, whose talents are often underdeveloped and underutilized. Yet in a global economy that is becoming more competitive and interdependent, we need more than ever the talent of all our people. Developing that resource is the province of our educational institutions.

From the outset, American education has had the dual goal of creating a skilled work force and a knowledgeable citizenry. This report deals with the role of testing in pursuit of those goals. We recognize that in the past some tests have been a positive force for numerous individuals and institutions. However, the growing overreliance on testing over the past several decades deprives the nation of much of the talent it needs and sometimes conflicts with the nation's ideals of fairness and equal opportunity.

This report summarizes our findings on the problems of testing and offers recommendations for its restructuring.

Current testing, predominantly multiple choice in format, is overrelied upon, lacks adequate public accountability, sometimes leads to unfairness in the allocation of opportunities, and too often undermines vital social policies.

Tests may mislead as indicators of performance. Test scores are at best an estimate of someone's knowledge or ability and can be affected by numerous outside factors. Inevitably, some who could perform successfully will "fail" tests and thus risk being misclassified and erroneously denied opportunity.

Testing can result in unfairness. All tests are to some extent culturally dependent; nor has society yet been able to extend educational opportunities to all — hence the score gap between minority and majority groups. Differences in performance on other indicators such as grades and ratings are generally smaller than test score differences. Thus, when test results alone are used in selection, misclassification falls disproportionately on minority groups.

There is too much educational testing. Mandatory testing consumes some 20 million school days and the equivalent of $700 to $900 million in direct and indirect expenditures annually — an enormous cost and use of classroom time that could be spent on skill development.

Testing practices can undermine social policies. We cannot test our way out of our educational problems; the opposite is true. As teaching turns into test preparation, test results cease to reflect what examinees really know or can

do. Thus, our fixation on test results deflects attention from fundamental educational problems and so hinders reform.

Tests are subject to insufficient public accountability. Rarely are many important tests and test uses adequately scrutinized; standards for their development and use lack adequate enforcement mechanisms, and truth-in-testing laws exist in only two states. Thus the industry whose products regulate access to opportunities is itself unregulated and unaccountable.

To help promote greater development of the talents of all our people, alternative forms of assessment must be developed and more critically judged and used, so that testing and assessment open gates of opportunity rather than close them off.

This commission proposes that testing policy and practice be restructured to help people develop their talents and become more productive, and to help institutions become more productive, accountable and just. To that end, we offer eight recommendations.

1. **Testing policies and practices must be reoriented to promote the development of all human talent.**

We must reevaluate how we judge the quality of tests, the names we give them, the ways we report results and the ways we use them. No testing program should be tolerated that classifies people as unable to learn; potentially negative classification in school or the workplace should be accompanied by learning opportunities.

2. **Testing programs should be redirected from over-reliance on multiple-choice tests toward alternative forms of assessment.**

Important decisions about people and institutions should, where feasible, be based on multiple sources of information, especially direct evidence of actual performance in school and on the job. Thus candidates should supply answers, perform acts, demonstrate skills, create products and supply portfolios. Previous accomplishments should also be considered.

3. **Test scores should be used only when they differentiate on the basis of characteristics relevant to the opportunities being allocated.**

For tests to be fair and useful, this differentiation must relate directly to the classifications and decisions to be made. With that aim, evidence should be accumulated to show how well test scores reflect real-life educational or job performance.

4. **The more test scores disproportionately deny opportunities to minorities, the greater the need to show that the tests measure characteristics relevant to the opportunities being allocated.**

It is essential to evaluate critically the fairness and accuracy of all test-based classifications in terms of the opportunities being allocated, with full awareness of the implications for social groups already disadvantaged. Ensuring equality of educational and employment oppor-

tunities is so vital that immediate, but transitional, strategies should be adopted until appropriate forms of assessment can be developed.

5. **Test scores are imperfect measures and should not be used alone to make important decisions about individuals, groups or institutions; in the allocation of opportunities, individuals' past performance and relevant experience must be considered.**

Test scores should not be used by themselves to determine kindergarten entry, grade promotion, graduation or employment opportunities. Furthermore, decision makers' judgments should enter directly into important decisions about people.

6. **More efficient and effective assessment strategies are needed to hold institutions accountable.**

Assessment of the effectiveness of institutions — e.g., schools and training programs — should differ from assessment of individuals in order to help them. Large school districts in particular could use sampling techniques to gauge school performance. This would help prevent the distortions caused by using one testing program for both instructional and accountability purposes.

7. **The enterprise of testing must be subjected to greater public accountability.**

Test quality and use should be subject to some form of independent public scrutiny. Tests should be more accurately labeled, the results constructively reported, and evidence as to what they do and do not measure made more accessible. Scrutiny must include the perspective of groups that have been most adversely affected by testing.

8. **Research and development programs must be expanded to create assessments that promote the development of the talents of all our peoples.**

Beyond more accurate assessment, we need ways to communicate the uncertainty of all assessment results. In addition, we need to learn how to use multiple sources of information intelligently and sensitively in making decisions. Finally, we need forms of assessment that will prevent unfair classifications.

Conclusion

In offering these recommendations, the commission recognizes the importance, usefulness and inevitability of testing in our society. As individuals and as a community, we will always need to know how our organizations and institutions are doing, what our children are learning and how well, and who among us are likely to make the most of opportunities that cannot be provided to all. If we are to answer these questions accurately and equitably, we must use all of the information that can be brought to bear.

The commission believes that well-designed and responsibly used assessment instruments can be an important source of such information. If we succeed in redefining the mission of testing and directing it along a more constructive course,

this information will be drawn from broader-based assessments that support rather than undermine individual and institutional goals, and that are appropriate to the purposes of the assessment. Assessments undertaken to inform instruction will be different from those designed to evaluate programs, to hold schools accountable for our children's learning or to select good candidates for job training and advancement. The multiple-choice test will be de-emphasized. Moreover, we will expand the use of richer, more creative and more varied devices that provide more direct evidence of the knowledge, skills and behavior of interest in real-world settings.

The commission recognizes as well that meeting the challenge of the times will require more than a redirection of testing. New attitudes, policies and practices related to testing can only support human development, not guarantee it. It will take resources as well as national resolve to realize these goals.

While there is no expedient mechanism for altering the direction of social policies and practices, our history as a nation is filled with examples of how social institutions have been reshaped through a combination of thoughtful deliberation and bold effort on many fronts. The commission calls on the nation, viewed around the world as "the land of opportunity," to mount yet another effort to bring testing policies and practices into line with our most important goals and deeply held convictions.

Copies of the text of *From Gatekeeper to Gateway: Transforming Testing in America* are available for $6.00 from:

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